



Strategic Plan

for the

Kalamazoo County Community Corrections Advisory Board (CCAB)

Hon. J. Richardson Johnson, Chair

Jeff Fink, Vice Chair

Adopted by the CCAB: May 21, 2004

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May 13, 2004

A Word From the CCAB Chair

This strategic plan represents a major milestone for the Community Corrections Advisory Board. Working with stakeholders within and outside the criminal justice system, we have created a plan that goes beyond the traditional scope of the CCAB by addressing issues and concerns that affect the entire community corrections system in Kalamazoo County.

We embarked on this strategic planning process to ensure that we serve our community in the best way possible. It is our stated mission to enhance public safety. We do so by holding offenders accountable and encouraging them to successfully engage in their rehabilitation and lead crime-free lives.

It is my hope that this document will allow us to pursue the CCAB mission in the most effective and efficient manner. Only with a common focus will we move closer to our shared vision: to become a nationally recognized leader in the creation and administration of alternative community-based programming and offender rehabilitation.

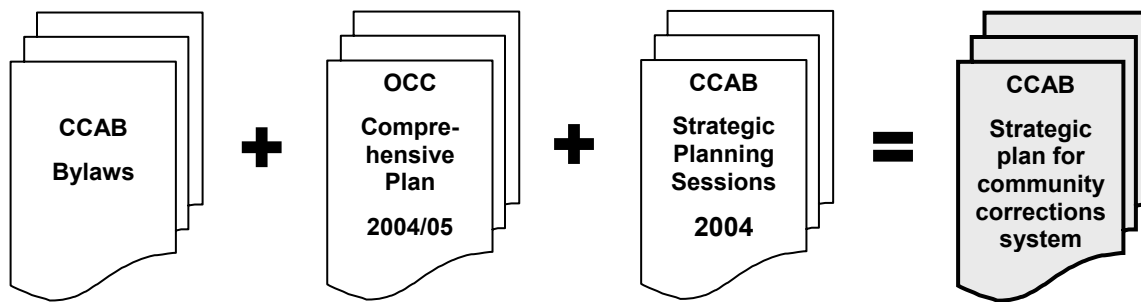
I thank my colleagues in the criminal justice system and each of the other stakeholders who have contributed to this document. I hope that each of you will work with us as we implement the goals and objectives outlined in the plan.

J. Richardson Johnson, Chair

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Strategic Plan Sources

This strategic plan draft is a synthesis of the **CCAB Bylaws**, the **OCC Comprehensive Plan 2004/05** approved by the CCAB on April 16 and submitted to the County Board for approval on May 4, 2004, and the discussion of the **strategic planning sessions** (see notes and agenda packets).



- Goals and objectives are based on (1) dialogue from all three planning sessions, specifically our discussion around gaps/duplications, strengths/weaknesses, and trends; and (2) goals from the 2004/05 comprehensive plan.
- OCC's comprehensive plan is of a short-term operational nature designed by MDOC to minimize demand on the state's resources. Goals from the comprehensive plan have been incorporated into this draft of the CCAB strategic plan (identified as OCC-X).
- The proposed community corrections system strategic plan addresses long-term strategies for improving the system to increase offender success while optimizing system resources.

The Community Corrections System

The CCAB strategic plan addresses the entire community corrections system – not just the Office of Community Corrections (OCC). The committee defined the community corrections system as “**the adult system working with offenders pre- and post adjudication**” including the following agencies:

- Office of Community Corrections
- District Court Probation
- District Court Pretrial Services
- Michigan Dept of Corrections Probation/Parole
- Kalamazoo Probation Enhancement Program
- Drug Treatment Court
- Office of the Friend of the Court
- Community Mental Health / Substance Abuse Services
- Community Agencies and Service Providers

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Mission

The mission of the Kalamazoo County community corrections system is to enhance public safety by holding offenders accountable and encouraging them to successfully engage in their rehabilitation and lead crime-free lives.

Vision

The Kalamazoo County community corrections system will be a nationally recognized leader in the creation and administration of alternative community-based programming and offender rehabilitation:

- We will provide continuity of programming regardless of program or sanction venue.
- We will be trusted by offenders, law enforcement, and the community.
- We will be regarded as an essential component of public safety.

Values

In order to live our mission and achieve our vision, we embrace these values:

- We promote the highest standards for sanctions and services.
- We continuously seek to improve our services without compromising public safety.
- We ensure that our services match each offender's individual needs.

A Balanced Approach Toward Achieving Our Vision

A **balanced strategic plan** considers various elements of a healthy organization that should be addressed through goals and objectives.

Ultimately, in the public sector, the **well-being of the community** should be the system's focal point. This community perspective is addressed through the community corrections **vision** statement. A vision should guide broad strategic and policy decision making.

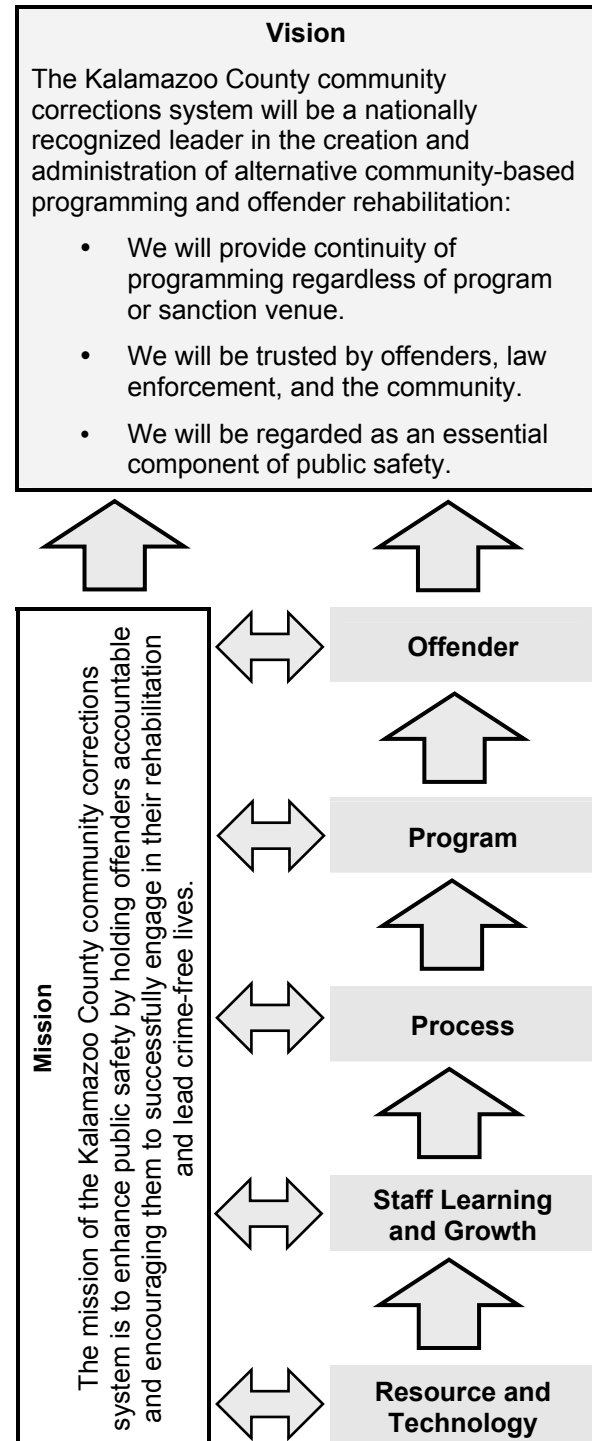
The **mission**, on the other hand, defines the purpose of everyday activities at the system and agency levels. It guides daily operational decision making.

The other perspectives of the community corrections strategic plan are

- **offender,**
- **program,**
- **process,**
- **staff learning and growth,** and
- **resources and technology.**

Accomplishing the "lower" level goals is critical for accomplishing the upper level goals. That is, without appropriate resources, funding, or technology, even the most capable staff will not be able to sustain high-levels of performance. Without competent staff, the system will not be able to optimize processes and provide appropriate programs. Without appropriate and efficient and effective programming, offender goals cannot be achieved. This, in turn, will seriously impact how well the community corrections system can move toward its vision.

The summary on the next page expands this logic by incorporating complete goal statements.



Vision, Mission, and Goals Summary

Vision

The Kalamazoo County community corrections system will be a nationally recognized leader in the creation and administration of alternative community-based programming and offender rehabilitation:

- We will provide continuity of programming regardless of program or sanction venue.
- We will be trusted by offenders, law enforcement, and the community.
- We will be regarded as an essential component of public safety.

Mission

The mission of the Kalamazoo County community corrections system is to enhance public safety by holding offenders accountable and encouraging them to successfully engage in their rehabilitation and lead crime-free lives.

Offender Goals

Goal 1: We will increase program participation and completion rates by preventing drop-outs due to system complexity.

Goal 2: We will hold offenders accountable through appropriate, effective, and best-practice sanctions that optimize the system's resources.

Program Goals

Goal 1: Our programs will meet all offenders' individual needs.

Goal 2: We will expand electronic monitoring (EMP) without compromising public safety.

Process Goals

Goal 1: Our procedures and decisions will be standardized within and across agencies and recognized by other agencies.

Goal 2: We will minimize duplication of services, programs, and processes within and across agencies.

Staff Learning and Growth Goals

Goal 1: We will establish a collaborative CJ training program.

Resource and Technology Goals

Goal 1: We will use professional, paraprofessional, and civic volunteers.

Goal 2: We will increase financial support from additional sources

Goal 3: We will be prudent in our use of incarceration resources.

Technology – Goal 1: We will implement a community corrections performance measurement system.

Community Issues

Goal 1: We will determine the effectiveness of Public Education Initiative implemented in FY2001.

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Goals and Objectives Details

Per CCAB strategic planning sessions and the FY 2004/05 OCC comprehensive plan.

Goal numbers do not imply priority

OFFENDER GOALS

GOAL 1:

We will increase program participation and completion rates by preventing drop-outs due to system complexity .

OBJECTIVES

- Identify obstacles (per offenders & operations staff)
- Provide orientation; maps of county and guides to cc system
- Single supervision across agencies
- Testing done at the site of supervision
- Transportation objectives: METRO bus training and tokens; Awareness of public transportation options, such as CARE-A-VAN; Coordination of transport-related concerns, such as scheduling and locations
- Involve families in programming and rehabilitation
- Process map entry points
- Research possible co-location options

POTENTIAL SUCCESS INDICATORS

- Offender satisfaction (e.g., system easy to use) and success (e.g., program completion, SA free, MH treatment, job, crime free)

GOAL 2:

We will hold offenders accountable through appropriate, effective, and best-practices sanctions that optimize the system's resources.

OBJECTIVES

- Research best community corrections practices throughout the nation and identify which ones could apply to Kalamazoo community corrections system
- Inform community corrections staff of best practice models
- Ensure that all community corrections programs are backed by available and cost-effective sanctions that do not impede habilitation progress.
- System "exit" will be based on habilitative results and not the passage of time
- Life-skills training for misdemeanants (either residential or non-residential)
- Residential treatment for misdemeanants as appropriate
- Earned early release (OCC)

Per OCC 2004/05 comprehensive plan ("B"): Variable-length stay (shorter jail upfront, then EMP or residential treatment, then probation supervision)

PROGRAM GOALS**GOAL 1:****Our programs meet all offenders' individual needs.**

OBJECTIVES

- We readily identify risk and needs of offenders as early as possible after system entry
 - PTS screens all inmates as required
- Service providers keep community corrections agencies informed about offender progress
- Programming continues regardless of where offender is in system (e.g., supervision, residential, jail for sanction)
- Increase cognitive-behavioral programming (per state summary of OCC 2004 grant)

Per OCC Comprehensive Plan FY 2004-05 ("C")

- Sanction/Service Matching: Local treatment resources are identified and referrals are timely and appropriate.
- Obtain current Kalamazoo County social service and treatment resource book for case managers.
- Intermediate sanction guide is created for OCC clients.
- Mental Health assessments for appropriate OCC clients.
- Increased availability of Residential Substance Abuse treatment.

Per OCC Comprehensive Plan FY 2004-05 ("D")

- Continuum of Sanction/Service: Screen all OCC enrollees to determine their reading ability and make appropriate referrals for intervention.
- Identify and train volunteers to ensure all clients are placed in literacy class.
- Identify agencies with Literacy programming.
- Train OCC staff to conduct initial literacy screen.
- Identify appropriate volunteers to conduct literacy program.

GOAL 2:**We will expand electronic monitoring (EMP) without compromising public safety.**

OBJECTIVES - per OCC Comprehensive Plan FY 2004-05 ("G")

- Review of eligibility criteria and current enrollment to determine if the program can accommodate increased enrollments without compromising public safety.
- Review eligibility criteria(continuation)
- Review charges of enrollees to monitor referral trends.
- Review fee for service charges for EMP clients

PROCESS GOALS**GOAL 1:**

Our procedures and decisions will be standardized within and across agencies and recognized by other agencies (e.g., share results).

OBJECTIVES

- Areas to be standardized (per “Inventory”):
 - Assets- and Strengths-based Comprehensive Screening and Analysis
 - S.A. and M.H. Screening, Assessment, Access, and Diversion
 - S.A. Testing and Compliance
 - S.A. and M.H. Treatment and Education
 - Electronic Monitoring
 - Community Service
 - Employment
 - Supervision Services
 - Ancillary Services
- Change processes if necessary

GOAL 2:

We will minimize duplication of services, programs, and processes within and across agencies.

OBJECTIVES

- Explore feasibility of a single testing site and improve sharing of test results for all types of tests/assessments
- We will ensure that adequate internal and/or external staff and space is available to provide services and programs (from Resource and Technology Goal #2)
- Streamline supervision
- Develop a proposal for legislature to allow cross-agency supervision
- Employment training and support
- A single release form can be used for all cc agencies and partner agencies
- Identify obstacles (operations staff)

Staff Learning and Growth Goals**GOAL 1:****We will establish a collaborative criminal justice training program.**

OBJECTIVES

Per OCC Comprehensive Plan FY 2004-05 ("E")

- Coordinate training needed for local probation, parole, drug treatment court and community corrections staff. Collaborative effort will pool local training funds to provide necessary training in the community.
- Identify training needs for local CJ service providers.
- Identify trainers that can be brought in at no or low cost.
- Video taping of training.

GOAL 2:**We will practice system-wide workforce planning.**

OBJECTIVES

Staff will be trained early to minimize disruption when leaders and experienced staff leave.

Resource and Technology Goals

GOAL 1:

We will utilize existing community resources.

OBJECTIVES

- We will partner with other agencies (e.g., K-RESA, church groups, others)
- We will use professional, paraprofessional, and civic volunteers.
- We will collaborate with area schools, colleges, and universities.

GOAL 2:

We will increase financial support from additional sources.

OBJECTIVES

- Alternative public or private funding sources fund needs other than those addressed by MDOC
- OCC will act as a clearinghouse (communicator) for grants for both cc agencies and community-based service providers by forwarding grant opportunities and helping with the application process
- Provide resources to reinstate the Domestic Jail Alternative Program (DJAP).

GOAL 3:

We will be prudent in our use of incarceration resources without compromising public safety.

OBJECTIVES

- Optimize the use of alternatives to jail incarceration without compromising public safety.

Per OCC Comprehensive Plan FY 2004-05 ("A")

- Maintain a prison commitment rate of 15%.
- Provide additional services & intervention for straddle cell/probation violators to maintain 15% commitment rate.
- Obtain local BIR sentencing information for data collection.
- Encourage repeat use of PRS for offenders who successfully completed past residential treatment.
- Conduct analysis on "straddle cell" offenders
- Conduct analysis on prob. violators sent to prison.

Per OCC Comprehensive Plan FY 2004-05 ("B")

- Continue to monitor the usage of the current facility and implement usage standards to ensure a new facility does not become immediately overcrowded.
- Provide sentencing information to Judges to determine if sentencing practices are consistent.
- Increase use of pretrial release options.
- Review monthly booking information on jail population breakdown.
- Use variable length of stay for convicted felons & misdemeanants.
- Conduct Jail "snapshot" to compare detailed offender information from previous year snapshots.

Resource and Technology Goals – continued**Technology GOAL 1:****We will implement a community corrections performance measurement system.**

OBJECTIVES

- Define and track recidivism; identify data sites
- Monitor criminal justice trends that may affect the operation of the community corrections system (in collaboration with the KCJC), such as changes in offender types and/or sentencing guidelines.
- We will utilize K-JIIMS to track our performance according to K-JIIMS business rules.
- We will develop a process and outcome evaluation plan for the community corrections system, preferably using external resources:
 1. Funding will be sought to develop and implement the evaluation program.
 2. Process and outcome evaluation will be conducted on an annual basis.

Community Issues**GOAL 1:****We will determine the effectiveness of Public Education Initiative implemented in FY 2001.**

OBJECTIVES

Per OCC Comprehensive Plan FY 2004-05 ("F")

- Identify areas/citizen populations that are unaware of OCC activities.
- Create speakers bureau(new initiative)
- Public Service Announcements

Key Performance Indicators

What do we need to know about the community corrections system to manage it most efficiently and effectively?	Where we may find answers (potential key performance indicators)
Are we successfully diverting offenders who would otherwise be housed within a local jail or state prison system?	Incarceration rates Local and state
Are a substantial number of offenders successfully completing our programs? What can we do to help participants stay crime-free during and after program participation?	Completion rates What do participants need to successfully participate in and complete community corrections programs? Recidivism of CC participants While enrolled and following discharge. Should address crime severity and frequency.
Are local resources adequate for local diversion efforts?	Local MDOC Basic Information Reports (BIRs) (Track sentence summaries and straddle cell sentences over time and display graphically)
Potential areas for developing additional key performance indicators: <ul style="list-style-type: none"> • Do we readily identify risk and needs of offenders? • Does appropriate sanction and service matching occur? • Are services readily available and affordable? • Do service providers keep community corrections agencies informed about offender progress? 	

Notes: Explore collaboration with WMU's Kercher Center to develop a performance measurement system and evaluation system (see Technology Goal 1).

Numeric targets for the KPIs will be developed once a historic baseline has been established for each KPI.

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APPENDIX

Strategic Planning Contributors

The Planning Process

Inventory of County-wide Community-Based Correction Services

Gaps and Duplications

Strength and Weaknesses

Trends

Strategic Planning Contributors

- Mike Anderson, Sheriff
- Peter Battani, Deputy County Administrator
- Bob Brink, County Commissioner
- Dr. Peter C. Dams, Director of Organizational Development (Facilitator)
- Jim Edwards, Program Manager, Kalamazoo Probation Enhancement Program (K-PEP)
- Jeff Fink, Chief Assistant Prosecuting Attorney
- Abe French, State OCC Grant Coordinator , Michigan Department of Corrections
- Jon Haskell, Chief Probation Officer, District Court
- Lisa Henthorn, Assistant Director, Office of Community Corrections
- Donna Hephner, Program Manager Kalamazoo Probation and Parole Office, Michigan Department of Corrections
- Hon. J. Richardson Johnson, Chief Circuit Judge, Ninth Circuit Court
- Grace Anne Kalafut, Director, Office of Community Corrections
- Connie Laine, Administrator, Circuit Court Family Services Division
- Karen Pease, Supervisor, Office of the Friend of the Court
- Dr. Chuck Spence, Director, CMH/SA Regional Coordinating Agency
- Rev. Milton Wells, Open Door Ministries
- Julie Werkema, Program Manager, Kalamazoo Probation Enhancement Program (K-PEP)
- Hon. Vincent C. Westra, Eighth District Court
- Barbara Young, Bureau Director, Human Services Community Action Bureau

The Planning Process

The strategic planning committee was called together by the Community Corrections Advisory Board. The planning committee met four times to develop a strategic plan for the Kalamazoo County community corrections system.

The committee first identified the services provided by the various agencies within the community corrections system and created the **Inventory of Community Corrections Services** (pages 5 - 6).

This inventory was then used to identify **gaps and duplications** in service delivery (p. 7). These gaps and duplications, in turn, informed the development of strategic goals and objectives.

Once the community corrections system was defined, the committee drafted, and later adopted, **mission** and **vision** statements for the system.

A strategic plan can only be successful if it addresses the **strengths** and **weaknesses** of the current system (p. 8) and understands the **trends** facing community corrections (p. 8). Trends were defined as “future external event that may have a positive or negative impact on the operation and service delivery of the community corrections system.” The outcomes of both analyses was incorporated into the present draft of the strategic plan as **long-term goals** and **short-term objectives** (pp. 12-16).

The **next steps** in the planning process will include the prioritization of goals and objectives, developing timelines, and creating funding ideas. Major projects will be assigned to “goal champions” who will be overseeing specific implementation projects.

Inventory of County-wide Community-Based Correction Services – p. 1

	1	2	3	4
	Assets- and Strengths-based Compr. Screening and Analysis	S.A. and M.H. Screening, Assessment, Access, and Diversion	S.A. Testing and Compliance	S.A. and M.H. Treatment and Education
Office of Community Corrections	Post-arraignment jail screening (support service)	<u>Pretrial Case Mgmt Program</u> : PBT treatment & education referrals MH assessment via WMU students	Drug and Alcohol Testing	Life Skill Training Literacy Initiative DJAP: Stress mgmt, relationship building, budgeting
District Court Probation	Pretrial Services pre- and post-arraignment screening and assessment	In-house alcohol and drug screening and assessment <u>Pretrial Services</u> : Referrals	In-house alcohol and drug testing Receives test results from DTC, OCC, K-PEP, and MDOC	
Circuit Court Probation and Parole (MDOC)	Pre-sentence investigation (mandated)	MH assessment via WMU students SA / MH referrals	Drug and alcohol testing STOP: Intensive drug and alcohol testing with immediate sanctions	
K-PEP: Non-residential		Substance abuse testing and counseling (Day Reporting)	Drug and alcohol testing	Education/GED Successful thinking Anger Management DAIP (behavioral education) <u>SA Services</u> Alcohol/Drug Highway Safety Program Life-Enhancing Decision Series Young Offenders Early Recovery Group
K-PEP: Residential		Substance abuse assessment and programming MH screening, assessment, and referral	Drug and alcohol testing	Education/GED Successful Thinking Living skills <u>Weekend Intervention</u> Education for DUI Drug Court Residential sanction – no programming
Drug Treatment Court	Intake assessments	SA / MH screening and assessment Counseling and referrals	Urinalysis screening S.A. assessments Case management and court sessions	Contract-out treatment services Intensive supervision Drug Court Residential (via K-PEP)
Friend of the Court	Pre- and post-arraignment screening and assessment			
Community Mental Health	Jail screening and treatment referral Planned: Mobile Crisis Intervention	Assessments and treatment, hospitals, counseling, education, others Monitoring and documenting access	Uses outside agencies for drug and alcohol testing	
Community Agencies		Community Assessment and Screening Services (CASS): S.A. assessment (mandated)		Obtain a list of licensed prevention and treatment providers; include faith-based agencies; planned: in-jail programming

Inventory of County-wide Community-Based Correction Services – p. 2

	5	6	7	8	9
	Electronic Monitoring	Community Service	Employment	Supervision Services	Ancillary Services
Office of Community Corrections	Tether Sobriety Pre- and post-sentence for all offenders except sentenced felons	Community Service Work Program (CSWP)	Employment and job hunting skills		DJAP (offender-paid) – currently on hold P.A.A.I.D. (offender-paid welfare fraud diversion) Housing and shelter referrals
District Court Probation				Probation supervision Court-Enforced Intensive Supervision (CEIS)	
Circuit Court Probation and Parole (MDOC)	EMS Sobriety (sentenced felons only)	Highway Safety Project CLEAN (mandated)	Day reporting for probationers and parolees	Probation and parole supervision <u>Probation:</u> SAI (boot camp) and aftercare, including tether	Probation/Parole Sex offender programs Restitution Enforcement Program (SA)
K-PEP: Non-residential		Community service	Job Club	Probation supervision (low-level non-violent misdemeanants)	
K-PEP: Residential		Community service	Employability skills Work Release Residential		
Drug Treatment Court			Employment or school attendance required for graduation		Payment of fees and restitution required for graduation
Friend of the Court					
Community Mental Health					<i>Gap:</i> <i>No continuation of SA/MH services</i>
Community Agencies		OCC will provide list of sites	Goodwill W. E. Upjohn Institute for Employment and Training (?) Michigan Works!		Housing and shelters

Gaps and Duplications

Gaps	
Office of Community Corrections	<ol style="list-style-type: none"> 1. Staff are trained to assess literacy, but don't have volunteers to work with clients 2. DJAP on hold due to staff shortage
Pretrial Services	<ol style="list-style-type: none"> 3. Doesn't have capacity to screen every jail inmate
Jail	<ol style="list-style-type: none"> 4. Lack of intake space and staff (both jail and OCC) for assessing SA/MH 5. Lack of space and staff for meaningful programming
System	<ol style="list-style-type: none"> 6. No residential treatment for misdemeanants 7. Transportation 8. System is complex to use

Duplications	
Drug Testing	<ol style="list-style-type: none"> 1. Done by K-PEP and OCC. Drug-testing decision-making and location assignments by probation officers not standardized
Assessments	<ol style="list-style-type: none"> 2. Done by various agencies (<i>see "Inventory" attached to notes from March 4 planning meeting</i>).
Single offender supervised by multiple agencies	<ol style="list-style-type: none"> 3. Required by statute 4. Confusing to offenders 5. Inefficient
Educational efforts	<ol style="list-style-type: none"> 6. Future jail programming should be integrated with community-based programming services to <u>avoid</u> duplication
Employment Services	<ol style="list-style-type: none"> 7. K-PEP and OCC provide basic employment training work closely with Michigan Works!

Strengths and Weaknesses

Strengths	Weaknesses (in addition to gaps and duplications)
<ul style="list-style-type: none"> • good cooperation and communication among cc agencies (“best in state” – Abe French) • model programs • rich in community resources • competent and caring staff • we <u>know</u> we can do more • continuously improving what we do 	<ul style="list-style-type: none"> • no funding for residential beds for misdemeanants and low level felons • lack of community awareness about cc services • we don’t work with families • lack of sanctions to enforce cc programs • not enough rewards for offenders • not always aware of latest best practices • assessments not thorough or individualized enough → we need better triage • system “exit” based on passage of time, not on rehabilitative results

Trends

One other critical aspect of long-term planning is to identify trends which may either help or impede efforts toward achieving the community corrections mission and vision. Trends were defined as *“future external events that may have a positive or negative impact on the operation and service delivery of the community corrections system.”* Committee members identified the following trends:

- de-institutionalization of prisons
- increasing incarceration rates
- increasing promotion of tax cuts may reduce future funding levels
- graying of the cc workforce requires training of successors
- moving away from residential options in the justice, MH/MI, and health arenas
- increase in prison releases. Many parolees are out of touch with the world, are older and have medical and educational needs
- increasing return from prison of sex and violent offenders
- federal restrictions on state fund lead to more unfunded mandates at both state and federal levels
- increasing requirements for more mandatory fees at local level makes it difficult to collect and increase pressure on the system to collect
- to some degree the result of unrealistic expectations from the legislature regarding sanctions (large monetary sanctions, incarcerations for minor crimes). These expectations are partly due to term limits. High fees and incarceration for minor crimes encourage the revolving door syndrome.
- legislative mandates to divert offenders to MH/MI treatments will cost huge amounts of money
- expensive technology requirements as system tries to keep up with offenders who usually outpace the technology available to the system.